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ABSTRACT

Multi-year applied research studied operations and outcomes of six employment initiatives that developed industry-based approaches to workforce development. Findings from the longitudinal survey of 732 individuals indicated participants in sectoral programs improved their position within local labor markets; increased wages, hours worked, and overall income; and received improved benefits. Factors contributing to effective industry-based training for program participants were designing effective screening processes that build on industry knowledge; developing training content and culture that reflect industry norms; fitting training to the student; and tailored and flexible support during and after training. Program services directly benefitting industry were training; recruiting; and management and consulting services. Program attributes that led to value added for employers were that new businesses relied on sector programs to connect them with partners who could increase sales and manufacturing volume and that advocacy by sector programs led to industry retention and improvement of operating conditions for business. Observations and recommendations were made regarding strategies for making work pay for low-income job seekers; policy issues related to industry-based workforce development; and opportunities to improve practice and expand impact. Appendixes include the study methodology; rogram profiles; and a list of 19 related publications. (YLB)

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The Sectoral Employment Development Learning Project

Working with Value: Industry-specific approaches to workforce development

A Synthesis of Findings

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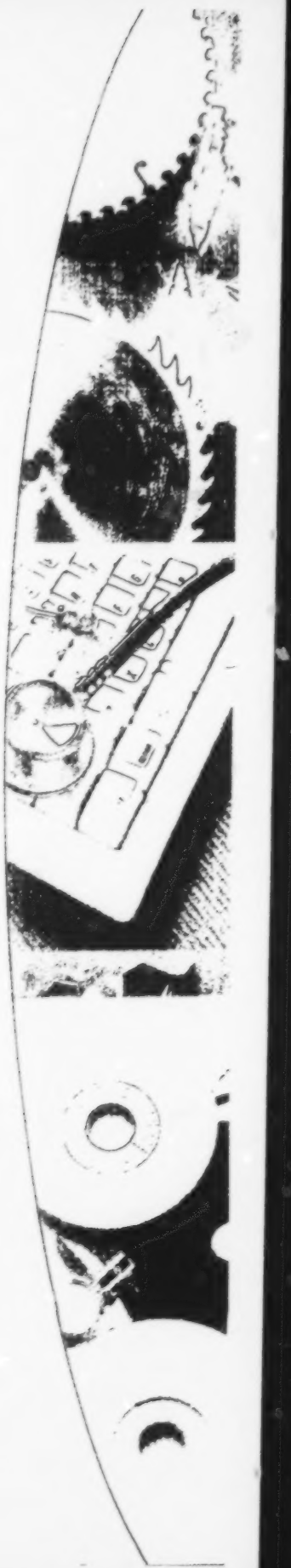

Working with Value: Industry-specific approaches to workforce development

A Synthesis of Findings

The Aspen Institute
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February 2002
Ida Rademacher, editor

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SEDLP was designed as a participatory learning evaluation, and as such drew on the input and experiences of the leaders of six well-established sector programs located in urban areas. We are indebted to the long-term commitment and guidance of Steve Dawson and Peggy Powell of the Paraprofessional Healthcare Institute; Linda Dworak of the Garment Industry Development Corporation; Anita Flores, Michael Buccitelli and Margaret Haywood of the Jane Addams Resource Corporation; Eleanor Josaitis and Joanna Woods from Focus:HOPE; and Mary Peña and Arthur Mazuca of Project QUEST. We appreciate the contributions of Maurice Lim Miller, Zelda Saeli and Tim Chupein, who were with Asian Neighborhood Design during much of this project. We also remember the late Jim Lund of Project QUEST for his leadership and contribution to this learning project in its early years and the late Father William Cunningham of Focus:HOPE for his commitment to and support of the project. In addition to those named, we extend our thanks to the many program staff members at each of these organizations who assisted Aspen researchers throughout the course of the project.

In order to collect and analyze data that shed light on the effectiveness of the sector approach in assisting low-income individuals to access improved employment opportunities, hundreds of surveys were conducted via telephone by a skilled group of researchers whose efforts were critical to the success of this project. We thank them all for their skill and effort, and we thank Lily Zandniapour, Judy Maher, Jackie Orwick and all other members of the Aspen EOP survey team for their diligence in managing the participant study and analyzing the data.

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OVERVIEW OF THE STUDY AND REPORT

This report presents a synthesis of findings from a multi-year learning project about industry-specific or sectoral workforce development and the outcomes this approach generates for low-income people. The applied research yielded both quantitative measures and qualitative observations about the training outcomes and operating strategies of six programs operating in diverse urban and industry settings. The Aspen Institute's Economic Opportunities Program has prepared this document to disseminate findings, and foster wider discussion concerning effective and emerging strategies for workforce development.

In the initial year of the learning project, stakeholders came together to design the research questions and data collection methods that would be used throughout the course of the project. A description of the study's methodology can be found in Appendix 1.

WHAT IS A LEARNING PROJECT?

A learning project, or learning assessment, explicitly involves community-based program leaders, funders and other key stakeholders in the design, data collection and analysis segments of the evaluation. Learning assessments have the dual objectives of producing data over time that policy makers will find credible, and helping program leaders generate and use data to inform and improve practice. Because of the high degree of stakeholder involvement in every part of the evaluation process, the data that is collected speaks directly to the questions that are relevant to these stakeholders, involving them in ongoing learning, and providing a forum within which they can discuss what works, what does not, and why in a supportive and collegial environment. In addition, learning assessments allow program leaders access to rigorous, ongoing, in-depth information on the outcomes of their services. Information is regularly used to inform practice and increase program effectiveness over time. The Aspen Institute's learning approach to evaluation is distinct from typical evaluations, particularly in the depth of information generated and the degree to which information is shared and discussed with program leaders during the course of the evaluation. This evaluation approach does not require a "static" intervention, but rather allows a new field to explore and change its services and strategies as it learns about what works and what does not.

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The remainder of the report is organized in the following manner:

Section 1 describes the basic principles and goals that underpin what has come to be known as a sector- or industry-based approach to workforce development. These defining attributes of the approach were first documented in the Aspen Institute's 1995 publication, *Jobs and the Urban Poor: Privately Initiated Sectoral Strategies*, authored by Peggy Clark and Steven L. Dawson.

Section 2 presents an overview of the findings from the three-year participant study conducted as part of the learning project. The participant study tracked the labor market experiences of a sample of 732 individuals as they enrolled in one of the six industry-based programs, and tracked the earnings and employment progress of the sample for two years following training completion. Descriptions of some of the program strategies utilized by the study's six initiatives are presented to give readers some insight into why the industry-based approach proved so successful for participants.

Section 3 presents insights culled from the case study field research that documents instances where employers and industry leaders recognized the value that services offered by workforce initiatives added to their operations. Some observations and tips for working with industry also discussed.

Section 4 overviews the range of labor market actors beyond employers with whom programs forged strategic partnerships in order to implement effective program strategies.

Section 5 discusses the degree of success that programs have had working toward the long term goal of "systemic change" that underpins the industry-based approach to workforce development.

Section 6 concludes with a look at implications of the study's findings for workforce policy and practice. In addition, this section considers some follow-on work that could be useful in building and strengthening the industry-based approach.

Appendix 1 includes information about the study's methodology, including information about the participant survey, research questions, case study framework and data collection methods.

Appendix 2 provides an in-depth look at each of the six participating organization's program and contact information.

Appendix 3 includes a full list of the publications produced as part of the Sectoral Employment Development Learning Project.

Participating Sectoral Training Programs

This study examined six organizations in large urban areas across the country. The participating organizations employ differing approaches to industry-specific workforce development and represent some of the most mature and effective initiatives of their type in operation. The organizations are:

Asian Neighborhood Design (San Francisco, Calif.), a community development corporation that provides training in cabinetry, carpentry and other construction trades. Founded in 1973, the program provides a work-oriented training environment and transitional employment opportunities for trainees.

Garment Industry Development Corporation (New York, N.Y.), a nonprofit institution established in 1984 and supported through the collaboration of union, industry and government entities. GIDC provides training for employed and unemployed individuals in a range of occupations in the garment industry, and provides technical assistance and marketing services to garment industry firms.

Focus:HOPE (Detroit, Mich.), a civil- and human-rights organization founded in 1968 in the aftermath of the 1967 Detroit riots. Focus:HOPE offers precision machining and metalworking training to inner-city youth and young adults. It also operates businesses that provide hands-on learning for students and produces parts and services for the automobile and related industries.

Jane Addams Resource Corporation (Chicago, Ill.), a community development corporation formed in 1984 to retain and grow local industry, provide community residents with educational services and offer job training in the metalworking industry for both incumbent and unemployed workers. JARC provides assistance to small- and medium-size metalworking manufacturing businesses in modernization and human resource management.

Paraprofessional Healthcare Institute (Bronx, N.Y.), a sectoral employment advocacy organization that supports the training of low-income women of color in paraprofessional health-care skills. It links them with Cooperative Home Care Associates (CHCA), an employee-owned agency founded in 1985 designed to provide full-time employment, with benefits, for home health aides.

Project QUEST (San Antonio, Texas), a nonprofit organization established in 1992, developed through a community organizing effort. It engages employers, community colleges and others in coalitions to develop training projects that prepare low-income individuals for good jobs in a range of selected industries, including health.

Fuller descriptions of each organization are provided in Appendix 2.

Section One

THE INDUSTRY-BASED APPROACH TO WORKFORCE DEVELOPMENT

New Market, New Strategy

Over the past three decades, complex social and economic factors have redefined the character and conditions of labor markets. The same factors that have increased productivity and put the economy on a record path of expansion and prosperity also have made it more difficult for both employers and workers to navigate the market, secure needed skills, and seize opportunities that promote success. While the changing nature of work and business is challenging for everyone, disadvantaged and marginally skilled individuals have been particularly hard-hit.

Trends such as outsourcing and subcontracting of non-essential functions, and the explosive growth of temporary and contingent work arrangements are testaments to the fact that firms are paring down their internal workforce in an effort to reduce costs, increase flexibility and focus more attention on the core aspects of their business in order to remain competitive. Other efforts to boost competitiveness have seen businesses and entire industries abandon urban addresses in pursuit of tax abatements and lower overhead in outlying suburbs.

For low-income job seekers, many of whom are concentrated in urban areas, these trends increase the likelihood that the positions they find will have limited opportunity horizons. Jobs that are readily available to individuals with low skills are less apt to provide stable, steady employment, thus diminishing the odds that workers will acquire the experience, training, and personal relationships and networks that have traditionally enabled upward mobility.

In the field of workforce development, there is increasing urgency to address this problem and develop strategies that can make an enduring impact on the way that unemployed and underemployed individuals connect with and advance in today's complex labor market. To be effective, emerging solutions to the workforce challenge will need to address the problems that confront actors on both sides of the market equation.

An Integrated Approach to Workforce Development

This report highlights the key findings from a multi-year applied research effort that studied the operations and performance outcomes of six employment initiatives that developed industry-based approaches to workforce development (the approach also is called a "sector-based" or sectoral strategy). Each program is distinct and arose in separate and unrelated regional and industry contexts. All, however, are mature programs that exemplify this emerging approach that works closely with – often in – industry, to improve job opportunities for disadvantaged or hard-to-place job seekers, including those transitioning off public assistance programs and people with limited English skills.

The idea that drives the industry-focused approach is that reconciling industry needs with the needs of low-skilled, low-income workers requires deep knowledge of both sides of the labor market. Many opportunities to restructure poor jobs or create new ones go unrecognized because few traditional employment programs actively develop ongoing relationships with employers and other parties who work on the demand side of the labor market.

To make significant headway in connecting low-income earners to better jobs, industry-based programs find that it is best to adopt a broad systemic approach within a narrow occupational focus. Conventional approaches to training low-income individuals reverse this strategy: They train for many occupations, but within that broad focus they take a narrow approach, working only on the labor supply side, with little monitoring of or involvement in the demand-side factors that equally influence job opportunities.

Industry-based workforce development programs attempt to bring advantages both to the training challenge and to the task of assisting industry competitiveness, by focusing narrowly on a defined set of related occupations while taking a comprehensive approach to job development within those occupations.

- On the training side, initiatives are able to customize training to specific industry needs and update it frequently. By working closely with industry, they are able to see training from an employer's perspective. This enables them to design realistic, hands-on training programs that facilitate learning by simulating actual work conditions.
- On the industry side, their broad, systemic approach leads them to take an integrated view of workforce development that synthesizes employer and employee perspectives. From that vantage point, initiatives strive to create strategic partnerships with a range of actors who influence the demand-side of the labor market in order to reframe deadlocked issues and create win-win solutions that improve outcomes for both workers and employers.

Distinctive Approach, Diverse Operating Strategies

Industry-specific or sector strategies were first discussed as a distinct approach to workforce development in the Aspen Institute 1995 publication, *Jobs and the Urban Poor.*[1] Many different kinds of organizations and initiatives are beginning to incorporate industry-based principles and methods into their workforce development agendas. Whether a program is initiated by a community-based organization, an industry consortium, a vocational college or a local Workforce Investment Board, the principles of the approach can be used to guide and improve employment and productivity outcomes for targeted employers and low-income populations simultaneously:

Principle No. 1: Industry-specific workforce initiatives target a specific occupation or set of occupations within an industry based on the potential that exists for providing decent employment opportunities. Some initiatives **target low-wage jobs** (i.e., home

1. See Peggy Clark and Steven L. Dawson, *Jobs and the Urban Poor: Privately Initiated Sectoral Strategies* (Washington, D.C.: The Aspen Institute, 1995), available on the Aspen Institute Web site (www.aspeninst.org/eop) for a more in-depth discussion.

health aide, child care worker, contingent worker) that are key entry points into the labor market for low-skilled individuals. These jobs are generally plentiful and accessible to low-income individuals, but could potentially be restructured to become better jobs or to connect with pathways toward high wage jobs. Other programs **target jobs that pay well** (e.g., machinist, nurse, computer technician, network administrator, construction worker), and seek to increase access to these jobs for low-income populations. Some programs also work to **create new jobs** within the targeted industry that can be filled by disadvantaged individuals.

Because industry-based programs are highly targeted, their fortunes rise or fall with the health of the industry. Like a business, the risks associated with being tied to an industry fuels an incentive to succeed, and affects everything from the kind of organizational leadership they recruit to the entrepreneurial character of their services. If the targeted industry falters or fails, sector programs cannot easily move on to train people for some other occupation. This type of intensely targeted resource commitment tends to give programs a high level of motivation, and fosters a pragmatic, results-driven orientation.

Principle No. 2: Industry-specific workforce initiatives become deeply engaged in and add value to the industry they target. Both regional and occupational labor market conditions are inherently fluid; windows of opportunity open and close. Timing is critical. In order to develop successful training and job opportunities, industry-based workforce initiatives must have access to real-time information. They must also possess the ability to act quickly, and their actions must be geared toward addressing real needs within the industry.

For these reasons, programs cannot afford to settle for a bird's eye view of the industry and the occupations they target. To be effective, programs seek to develop a variety of innovative ways to connect with industry, and devise ways to develop a variety of relationships that enable them to gain critical information about the practical functioning of the industry. This information, in turn, increases their capacity to improve industry outcomes.

Principle No. 3: Industry-specific workforce initiatives excel at leveraging employment opportunities for low-income people. Many types of initiatives target industry, set skill standards, or work to help employers solve skill shortages. What distinguishes the type of programs discussed in this report is their priority emphasis on connecting disadvantaged populations with employment opportunities. The sectoral, or industry-specific, workforce initiatives that are the subject of this report uniquely combine meeting the workforce needs of industry *and* the working poor.

Just as programs target and research industry, they spend a great deal of time and effort understanding the specific barriers that have prevented their trainees from succeeding in the past. While the industry-specific content of programs is designed to meet employer needs, the ***method* of training – and the support services that are offered in conjunction with training** (e.g. child care, transportation, soft-skills training) – are tailored to help a specific population overcome the hurdles that have kept them from succeeding in the past.

Principle No. 4: Industry-specific workforce initiatives create systemic changes that benefit employers and low-income job seekers. Both conventional and industry-based workforce programs attempt to respond to changes in the labor market to help their low-income participants. But industry-based programs also strive to alter and improve labor market outcomes for all job seekers in the targeted occupation and industry by becoming involved in the practices and policies that influence the conditions of the market.

Programs seek out ways to collaborate with other parties – employers, consumers, community organizations, educational institutions, legislators – to influence the behavior and improve the systems that affect training, recruitment, hiring, compensation, job retention and promotion within an industry. By seeking to form collaborative relationships with key partners, it is often possible for industry-based initiatives to improve job prospects for workers and simultaneously improve the functioning of other industry actors.

Appendix 2 contains information describing how each of the programs that participated in the study adheres to these principles in their operations.

Section Two

OUTCOMES FOR LOW-INCOME PARTICIPANTS

The stated goal of industry-based workforce initiatives is to improve low-income individuals' employment opportunities and the quality of the jobs that they can obtain. Findings from the Aspen Institute's longitudinal survey of 732 individuals who participated in the study's six industry-based training initiatives represent some of the first evidence available about the experiences that individuals have over time in the labor market after participating in these programs.

Improved Opportunities for Low-Income Workers

Individuals who participated in sectoral programs have improved their position within their local labor markets, often to a dramatic degree.

Most participants came to these programs with a history of work experience – largely a series of low-wage jobs that that did not provide a foundation upon which to advance within the labor market. After participating in the sectoral programs, however, participants improved the wages they earned as well as the number of hours that they worked during the year, leading to a large increase in overall earned income.

In following participants for a second year after training, it was found that they built on this initial good start, further increasing their wages, hours worked and overall income. Thus, in contrast to past patterns, in which they moved from one job to another without advancing, many participants seem to have found a place in the labor market from which to move up. For example, among those who worked, median personal earnings rose from $8,580 at baseline to $14,040 in the year following training to $17,732 in the second year after training. Further, the percentage of respondents who worked at some point during the year prior to responding to the survey went from 74 percent before training to 94 percent after training. The percentage of individuals who were working year-round went from 23 percent prior to training to 55 percent in the first year following training to 66 percent in the second year following training.

Participant Survey Sample

Employment Status	Baseline (n=732)	Year 1 Follow-up (n=543)	Year 2 Follow-up (n=371)
Employed during past year	74%	94%	94%
Employed year-round	23%	55%	66%

Earnings*	Baseline (n=515)	Year 1 Follow-up (n=497)	Year 2 Follow-up (n=316)
Median	$8,580	$14,040	$17,732
Average	$12,295	$17,363	$21,216

*Employed respondents who reported total personal earnings

In addition, the benefits participants received through their jobs – health insurance, paid sick and vacation leave, pension plans, etc. – were much improved post-training. Specifically, 78 percent of the main jobs that participants held during the first and second years after training provided access to health insurance, as compared to 50 percent prior to training. Interestingly, the proportion of participants who actually get health insurance through their jobs rose from 53 percent in the first year following training to 65 percent in the second year. This increase may have been facilitated by the improved employment stability described above. Substantial percentages of participants also reported receiving other employment benefits such as paid vacation (77 percent), paid sick leave (64 percent) and pension other than Social Security (59 percent).

Responses to open-ended survey questions also show that participants generally feel better about the quality of their jobs and their opportunities for advancement after occupation-focused training, and that they attribute this improvement to their experience with the training program. For example, 82 percent of all respondents said that they believe their future job prospects are better today due to their participation in the sectoral program. Many individuals also expressed an increased desire to further develop their skills and education credentials, and an increased sense of confidence that they have the ability to achieve their goals.

Lessons Learned

The majority of findings from the participant survey are strong indicators of progress, but it is important to note that industry-based workforce development is not a quick fix or a panacea for all individuals. Two years after training, many survey respondents were still struggling to become and/or remain self-sufficient. For a significant minority of participants, layoffs, personal or family illnesses, and other issues have led to a continuing struggle to maintain ground and advance in the labor market.

A large number of the individuals who were still experiencing economic hardship at the end of the study nonetheless had made progress in the work opportunities and wages they were able to obtain. There is nothing magical about the two-year mark following program participation that says all individuals should have achieved self-sufficiency. Depending on life experiences and a host of other factors, some individuals have a much longer and steeper path to climb out of poverty than others.

The economic strides made by the majority of the survey sample following their participation in industry-based workforce programs speak to the effectiveness of this approach. The programs that participated in this study successfully combined skills training relevant to particular industry and occupational employment opportunities, with support services and a training atmosphere that was tailored to participants' unique needs. Thus, part of the reason this approach warrants additional attention and support is because of its success working with individuals where they are, and helping them move closer to attaining goals of economic independence and self-sufficiency.

Factors contributing to the effectiveness of industry-based training for program participants

Designing effective screening processes that build on industry knowledge

Industry-based programs understand the workforce needs of their employer partners, and they also understand that their credibility with employers is directly tied to the quality of the trainees they produce. Because of this, it is critical that industry-based workforce programs maintain high standards for participants, and design programs that will ensure that when an individual completes the program, he or she is qualified and confident to seek employment in the targeted occupation. The programs participating in the study all rely on careful front-end interviewing and enrollment processes, and some design "trial periods" at the beginning of training. These systems are not put in place to cull the most disadvantaged individuals from the applicant pool and prevent them from enrolling. Rather, they are there to help both participants and program managers make sure that there is a good fit between the industry and the individual's make up before too much time and too many resources are invested by either party.

Example – Cooperative Home Care Associates:
An important goal of the recruitment strategy for Cooperative Home Care Associates (CHCA) of New York is to identify candidates who possess certain characteristics and abilities that CHCA believes will contribute to an individual's success in working as a home health aide for the cooperative. The idea is that a person needs to have certain innate abilities to begin with, and that the four-week training should enhance those natural tendencies. Because an aide works largely on her own in clients' homes, she must be resourceful and comfortable with taking the initiative to solve problems. A home health aide needs to be honest, mature, reliable and responsible. Good communication skills are important, since the aide must regularly interact with the patient, the patient's family and the supervising nurse.

> **I was always taking care of somebody. And I always attracted elderly people to me. I can't help it! They just come to me. This is the kind of work I was doing anyway. I just decided to try to get paid for it.**
>
> **Staff member and former home health aide, Cooperative Home Care Associates**

Perhaps most importantly, CHCA screens applicants for qualities of warmth, compassion and caring. An applicant must receive a score of seven out of 10 on a set of "care giving" questions on the intake form. This proclivity for caring for others is not really something that can be taught. As an upgraded home health aide who assisted with the training course put it: "We teach them hands-on skills. But the caring part, *that* you cannot teach them. They have to take the initiative. They have to really want to do it," (source: focus group with upgraded health aides, 3/15/00).

Developing both training content and training culture that reflect industry norms

Industry-based workforce development programs realize that having the skills to do a job does not always lead to success on the job. Individuals also need to understand the norms and culture of the workplace. Thus programs pay a great deal of attention not only to the content of training curricula but also to the atmosphere and culture of the training program. To the extent possible, programs mimic the industry in which trainees are expected to find jobs, and may also help trainees develop strategies for coping with some of the more difficult aspects of a particular industry's culture. Strategies for developing an atmosphere and culture of the target industry vary depending on the program and the regulations surrounding the target industry.

> **The first five weeks of the program give students the chance to see if this is what they want to do five to six days a week, eight to 10 hours a day. Is this going to fit into your lifestyle? Can you make the changes it's going to take for you to be able to stick with this? It also gives us and the participant a better opportunity to see if there is a good fit with the program and industry.**
>
> Faculty member,
> Focus:HOPE

Example – Asian Neighborhood Design:

In San Francisco, Asian Neighborhood Design's training methodology was developed to provide, to the extent possible, a real work atmosphere. The training centers are co-located with the organization's manufacturing facilities (Specialty Mills Products) to provide a professional atmosphere. In addition, trainees spend their third week of training on the shop floor working on real job orders. At the end of this week trainees are evaluated by both the trainer and their supervisor at Specialty Mills Products. Trainees are paid $6 per hour for this work and get a real feel for working in a production environment.

Throughout training, participants are required to punch in and out and to be on time arriving in the morning and returning from breaks. In addition, trainees are often responsible for completing or installing products for other non-profit organizations with whom AND partners. To promote the development of interpersonal skills, staff encourages trainees to learn to interact with others by involving them in ordering materials or delivering products to customers. In this way students start exercising some of the interpersonal skills they will be expected to have on a job.

(Note: Due to financial difficulties, AND has recently sold its Specialty Mills Products business. The organization continues to operate a training program in the cabinetry and construction trades sctor.)

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Fitting training to the student

In an effort to make training accessible, and to create conditions that promote participant confidence and success, many initiatives have developed training modules that are stepped and designed to break learning and skill development into chunks that are manageable for people who come to the program with different levels of skill and experience. In this way, initiatives can keep their participants engaged in the process and are able to bring a large majority of them along from remedial to advanced skill levels. For individuals who associate past education and training experiences with failure, this approach has proven effective in changing their outlook and promoting success.

Example – Focus:HOPE:

Focus:HOPE's experience developing the Machinist Training Institute (MTI) eventually spurred the creation of four other educational and job training programs. The first is Fast Track, a seven-week program begun in 1989 to upgrade the skills of those who do not meet the basic math and reading requirements for entry into the Machinist Training Institute. Focus:HOPE added another remedial program, First Step, in 1997 for students who need additional instruction in basic skills to qualify for the Fast Track program. On the other end of the spectrum, the organization has created the Center for Advanced Technology, a program open to graduates of the Machinist Training Institute that leads to an associate's or bachelor's degree in manufacturing engineering and technology.

> **What's good is that everybody gets a chance. If you don't make the test for MTI, they've got Fast Track for you. They've got First Step, beyond that I don't know what to say about it. But they try to give everybody a chance. Basically everybody, anybody can get in here.**
>
> **Core II student, Focus:HOPE**

While Focus:HOPE requires a high school degree or a GED to enter any of its training programs, the organization has found these credentials do not necessarily indicate students bring the required level of basic skills. By developing these programs, Focus:HOPE is able to serve a larger proportion of individuals in need of assistance in finding a good job.

Tailored and flexible support during and after training

Skills training – and the economic opportunities that result from acquiring new skills – is often only accessible to the population that these programs serve by augmenting the training with additional support services. The specific mix of supports that an organization will provide is contingent on the needs of the population with which it works, and the demands of the training program.

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Example – Project QUEST:

The type of long-term, vocational training that Project QUEST sponsors at community colleges would be inaccessible to the population the program serves without financial assistance. The QUEST training strategy, therefore, incorporates support that covers the cost of tuition, books and necessary supplies (uniforms, lab equipment, notebooks, etc.). In addition, QUEST provides funds to subsidize private or public transportation so that participants can get to and from school. QUEST also pays for the cost of certification tests in fields such as nursing and computer networking and programming.

> **As case managers and counselors, we are advocates for the student within the organization. Depending on the circumstance, I may ask for different levels of support. Any less than what a participant needs is not going to get him anywhere or solve any problems.**
>
> **Counselor, Project QUEST**

Upon entry into the program, case managers work with participants to develop a package of "wrap-around" services to help them get through training. There are formal policies and definitions pertaining to what case managers can and cannot do, but the staff's self-defined mission is to do whatever is possible to help participants stay in school and complete training. Whether the issue relates to school, family, health, housing, transportation, work, domestic violence or any other stumbling block, QUEST's staff tries to leverage resources and obtain the needed services and supports for participants.

Example – Focus:HOPE:

Through their extensive placement service network, Focus:HOPE works with over 200 companies in metropolitan Detroit. Placement managers maintain regular contact with human resource directors to monitor current and foreseeable workforce needs, and they keep them current on training completion dates. The placement department's interaction with the employer does not end with placing a trainee in a job. Focus:HOPE provides extensive "aftercare" by sending placement managers and instructors to work sites to talk through issues arising at the workplace. This direct contact with employers gives the Machinist Training Institute placement managers an intimate understanding of the nuances of technical and soft skill requirements at various employers. It also smoothes the transition into jobs for many Focus:HOPE graduates, and it engenders a great deal of credibility and good will from the line supervisors.

Section Three

VALUE ADDED TO EMPLOYERS

The Cardinal Rule ... "Know Thy Industry"

The logic that underpins the industry-based approach to workforce development is that in order to shape any sustainable improvements in or expansions of the employment opportunities available to low-income workers, an initiative *must* find a way to make a noticeable and valued contribution to the targeted industry. This is only possible when the parties involved in setting up the initiative understand the workings of the industry, its actors, and its operating context well enough to be able to identify the types of activity and assistance that will address the key problems that challenge the industry.

Furthermore, *identifying* issues and successfully and consistently *addressing* said issues are vastly different functions. A successful initiative not only has done its industry homework; but it also has developed the credibility, resources and partnerships that enable it to develop and implement strategies that achieve impact.

Over the course of the study, the Aspen Institute's research team conducted interviews with many individuals that programs identified as their main collaborating partners in industry. The interviews and observations served as the foundation for key sections of the case study series. What is reported here are highlights from the six initiative case studies that illustrate the variety of strategies that programs developed to serve and improve their respective industries. Though anecdotal, the research clearly shows that industry partners benefit from, and recognize the value of, the services that programs provide for them.

Program Services That Directly Benefit Industry

Training

Employers found the quality of their workforce improved as a result of employees' participation in occupation-based training offered through sector initiatives. One of the clear "win-win" aspects of industry-based workforce initiatives is that the same qualities that make the training meaningful and effective for low-income individuals are the qualities that employers consistently mention in their feedback about the value of working with these programs. In the majority of interviews that the research team conducted with employers, the quality and attitude of job candidates that came from sector programs were the key reasons that businesses valued their relationship with these programs.

> **Asian Neighborhood Design's placements are consistently highly motivated ... they have a career motivation ... they want to learn and to succeed.**
>
> **Bernie Hostie,**
> **Owner,**
> **NCR Construction**

Example – Jane Addams Resource Corporation:
In 1998, Jane Addams Resource Corporation (JARC) of Chicago surveyed 17 firms about a range of training courses their employees had taken part in over the course of the year. The firms reported that 79 percent of the 24 courses JARC had conducted directly helped increase worker productivity, in some cases by as much as 60 percent. Increased productivity resulted because of reduced waste; improved worker communication and problem-solving skills; reduced set-up time for punch press die and other production processes; and improved safety practices.

Recruiting

Employers benefited from the ability that sector programs have to tap into different population pools and secure new sources of talent for hard-to-fill positions. Businesses in many industries face challenges in reaching and recruiting appropriate employees. Employers with hard-to-fill positions appreciate the ability that sector programs have to recruit and effectively train individuals from segments of the population with whom industry has few connections.

Management and consulting services

Employers benefited from consulting and management services provided through their relationships with workforce development organizations. These services and strategies assist employers in improving operating efficiency, and upgrading technology and manufacturing techniques, which can enable businesses to increase their productivity, lower costs and improve profits.

In an environment of increasing competition, greater demands for quality but decreasing availability of highly skilled employees, JARC meets multiple needs. They were a major factor in our decision to keep punch press operations in Chicago.

Donald Koop,
Director of Human Resources,
Parkview Metal Products

Most of the initiatives that participated in the study developed a variety of services beyond training to serve the needs of their industry. Both New York's Garment Industry Development Corporation (GIDC) and the Jane Addams Resource Corporation operate in urban manufacturing contexts and work with businesses that are typically small, resource constrained, and not tied to strong information networks. Both organizations employed industry veterans to run their training programs, and training is often customized and conducted on-site with incumbent workers. As instructors observe the operating conditions at different factory locations, consulting and management services become natural extension of their training capabilities.

The consulting services are designed to assist businesses with productivity and cost containment by helping them learn how to get the most value from their workers and their production processes. Oftentimes it is not only the workers who need training but

also management and supervisors. Investments made by employers in new, upgraded equipment can be for naught if workers, supervisors and management are not also trained in new ways of working together to get the most out of the investment.

Example – Garment Industry Development Corporation:
The Garment Industry Development Corporation worked with Feldman Manufacturing, a Queens-based producer of swimwear and specialty lycra, on the purchase of a new Gerber cutter, providing information on the benefits of this new technology. After its adoption, owner and manager Richard Feldman noted the improved quality achieved by the cutting department and the reduced amount of waste. These results had an important impact on the bottom line for Feldman manufacturing. Additionally, GIDC provided Feldman Manufacturing with training for a group of employee volunteers to introduce a modular manufacturing process. Workers had to understand all aspects of production and also needed to understand their new decision-making and quality control roles. In addition, a new pay system had to be devised to provide appropriate incentives for teamwork. The result has been a marked decrease in turn-around time for production, an important competitive advantage. In addition, workers seem to be proud of their enhanced role in the production process. Feldman states that he never would have instituted modular manufacturing without GIDC's encouragement and support.

Richard Feldman, owner of Feldman Manufacturing in Queens, noted the improvements in product quality and the reductions in waste that he was able to achieve after GIDC helped his factory acquire new cutting technology, and trained his workers in its operation.

Example – Jane Addams Resource Corporation:
Jane Addams Resource Corporation attempts to work with Chicago-area employers and workers by identifying workplace problems and developing training solutions that meet a firm's particular needs. JARC trainers also can provide on-site practical technical assistance. During an initial walk through of the production floor, instructors will note safety hazards, inefficient machinery set-up or bottlenecks in material handling, and make suggestions to solve the problems. Once training is underway, the trainers will help firms maximize the impact of the instruction by noting specific personnel issues, such as uncooperative floor supervisors who may be keeping the trainees from applying their training on the job. Solving minor production problems goes a long way toward establishing JARC's trainers as "guys who know what they're talking about. Their services are essential to our bottom line" as one plant manager reported.

Specific Attributes of the Programs That Led to Value Added for Employers

All six programs played the critical role of information and/or human resource broker in their respective industries. Many industry-based initiatives help improve the communications and relationships between industry players. They recognize that the

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smooth flow of information results in enhanced opportunities for businesses to collaborate and expand markets, and to access source materials, workers and customers.

New businesses rely on sector programs to connect them with partners who can increase sales and manufacturing volume.

Example – Garment Industry Development Corporation:
Garment Industry Development Corporation's Sourcing Center acts as a liaison between retailers, private label manufacturers, brand name manufacturers and contractors to develop new markets for New York City producers. The organization capitalized on its knowledge of the capabilities of contractors in New York City by developing a database of companies to which it can refer manufacturers or others looking for apparel producers in the city. For example, an Internet start-up company producing custom-fit jeans was looking for a production contractor who could handle the process of mass customization. GIDC was able to help this company locate a contractor in Chinatown who could meet the required specifications.

Networks established by sector programs lead to expanded markets.

Example – Garment Industry Development Corporation:
Given that exports are a non-traditional market for U.S. firms, Garment Industry Development Corporation set up Fashion Exports New York (FENY) to help them tap this potential source of revenue. New York is world-renowned as a fashion center and FENY helps New York firms capitalize on the caché of their made-in-New York label. FENY assists by arranging meetings between New York manufacturers and international buyers and by facilitating sales and negotiations. FENY also organizes group exhibitions of New York apparel at international trade shows. FENY has worked with more than 120 apparel firms, including bridal-, career-, sports-, swim-, intimate-, evening-, men's- and children's-wear manufacturers. Through its database, FENY is able to provide international buyers and agents with information on 544 New York firms. Between 1991 and 1998, FENY facilitated over $35 million in first contracts for New York City firms, a big bottom-line benefit for firms. Further, this number only captures the value of the contracts directly facilitated by GIDC, but does not reflect the value to the firm of an on-going relationship with an overseas buyer.

Between 1991 and 1998, FENY facilitated over $35 million in first contracts for New York City firms.

Advocacy by sector programs leads to industry retention and the improvement of operating conditions for business.

Example – Jane Addams Resource Corporation:
The Jane Addams Resource Corporation's Targeted Development Program focuses on industrial retention in the community and, more specifically, within the Ravenswood Industrial Corridor in metropolitan Chicago. Of particular importance is the number of manufacturing jobs it is able to help retain. The goal is to benefit all of the manufacturing

firms in the area. The agency's efforts to channel public resources into making physical improvements to streets and viaducts eases problems with truck delivery. This, along with the agency's advocacy work in developing the special benefits district, has helped create a more conducive climate for small manufacturing establishments. Since the Targeted Development Program began seven years ago, there has been only one conversion of a manufacturing facility to a non-manufacturing use within the corridor.

Example – Garment Industry Development Corporation:
The Garment Industry Development Corporation helped create the Fashion Center Business Improvement District (FCBID), founded in 1993. GIDC recognized the importance of the impression that the physical environment makes on buyers, but at the same time realized that GIDC itself was not well positioned to effectively address this problem. GIDC, therefore, worked toward the formation of the FCBID, and currently sits on its board in an advisory capacity. Since it is a Business Improvement District, the FCBID works on, among other things, street services and improvements and the area now feels safer and more welcoming for buyers and other fashion industry actors. GIDC's work with the FCBID has facilitated a greater level of service for buyers, particularly foreign buyers. In collaboration with FCBID, GIDC contributed to the production of a resource guide that helps foreign buyers navigate the New York market.

Lessons for Working with Employers

- Be clear what segment of the industry's employer community your services can best serve. In any industry, employers fall along a spectrum of sophistication. Large/small, sophisticated/back of the envelope, early progressive/reactionary, etc. Initiatives must understand the range and understand the different challenges that each part of the spectrum faces.
- Understand that employers are not always able to fully identify or articulate the specific skills their workforce needs to perform jobs successfully.
- Recognize that employers are often challenged by resource constraints that prevent them from changing their behavior.
- Initiatives need to remain focused on the business case to "sell" their services to employers, and avoid playing to an employer's sense of social conscience when establishing relationships.

Section Four

STRATEGIC PARTNERSHIPS

Workforce development initiatives play a special role in harnessing the resources of a community, beyond industry and job training. The public sector, educational institutions and community organizations also benefit from their relationships with these programs.

Field research shows that industry-based workforce development initiatives engage not only with job trainees and businesses, but also with other key actors in industry and regional labor markets. These relationships provide a crucial link between workers and employers and their environment, and activate additional resources and expertise that contribute to an improved job market.

Many industry-specific workforce development initiatives build relationships with educational institutions, such as high schools or community colleges, local and state public agencies and policy makers, employer associations, community organizations, and labor unions. The relationships that programs choose to develop depend on the local context and resources available, as well as on the strategic approach the program has chosen to pursue.

Below are several examples of partnerships that different sector programs have developed in order to help them achieve their objectives.

Partnerships with Unions

Example – Garment Industry Development Corporation

Over the years, a tight relationship has formed between GIDC and UNITE (the Union of Needletrades, Industrial and Textile Employees), and they play complementary roles as they seek to develop and retain "good" apparel jobs in New York City. Mary Chen, associate manager of UNITE Local 23-25, notes that the collaboration between GIDC and UNITE occurs at two levels, the board level and the staff level. She says, "we deal with GIDC staff all the time - a lot of cross-referrals…a lot of day-to-day communication." Many of the participants in GIDC's training programs are referred by UNITE, and UNITE staff conduct the health and safety training component of GIDC's Super Sewers training program. GIDC staff often will refer trainees in need of assistance with child care or other matters to UNITE staff that can assist them. On the technical assistance side, UNITE identifies and refers many firms to GIDC for various types of assistance. Following the terrorist attacks on September 11, 2002, GIDC partnered with UNITE, clothing designers, retailers and elected city officials to develop a "Made in New York" marketing campaign to rebuild and promote New York City's garment industry.

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Partnership with Community Organizations

Example – Project QUEST

Project QUEST was founded by leaders from two highly respected community organizations in San Antonio – COPS (Communities Organized for Public Service) and Metro Alliance. Both organizations are affiliates of the Industrial Areas Foundation. COPS and Metro Alliance scoped out the design elements of Project QUEST, including its sector strategy. They also won the political and financial support of local and state policy makers that was needed to make the program operational. COPS and Metro continue to be important partners for Project QUEST. Leaders from the two community organizations are involved in recruitment efforts for QUEST. COPS and Metro Alliance leaders also sit on QUEST's board of directors, and they are deeply involved in the organization's annual budget negotiations with its primary funder, the City of San Antonio.

Relationships with Educational Institutions

Example – Project QUEST

Almost all of QUEST's training is conducted through a partnership with the Alamo Community College District's (ACCD) four affiliate campuses. This relationship came about early in QUEST's development, when ACCD was under attack for not serving the training needs of the local population, and for not being responsive to local employers. The relationship that developed between QUEST and the ACCD was symbiotic. The ACCD needed to improve its performance within the community, and QUEST needed to ensure that its participants received training that prepared them for careers with local employers. Over time the relationship has made a difference. According to Dr. Homer Hayes, the ACCD's dean of workforce development, "ACCD has changed it mode of operation. We are now driven by industry just as Project QUEST would want us to be." As the ACCD has become more self-directed in working with local employers, the main way Project QUEST helps the community college is through recruitment. Dr. Hayes notes that through QUEST's outreach and recruitment activities to low-income residents of San Antonio "QUEST is attracting a population that is problematic for us to reach. They are providing the college and their participants with a real benefit."

> **Project QUEST is a recruiting arm for things the ACCD does not do all that well. We do not have the money or the time to do what they do. If Project QUEST had not been here, my guess is that in many cases, the students they serve would not have been in college.**
>
> **Dr. Homer Hayes,**
> **Dean of Workforce Development,**
> **Alamo Community College District**

Partnerships with Industry Associations

Example – Jane Addams Resource Corporation

The Jane Addams resource corporation has built solid working relationships with several major trade associations, particularly the Chicago chapter of the Precision Metalforming Association (PMA). In 1997, PMA awarded Jane Addams and their industry partner, the Parkview Metal Products, Inc., the A.R. Hedberg Training and Education Award. More recently, the association and the agency have partnered on several projects to create and promote training standards and programs. JARC's relationships with industry associations have taken considerable time and effort to build. Once convinced of the value of JARC's services, they began recommending that member companies contract with the organization for training.

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Section Five

INFLUENCING THE MARKET: PROGRESS TOWARD SYSTEMS CHANGE

One of the defining features of the industry-specific approach to workforce development is that initiatives intentionally seek to use their industry knowledge and expertise to influence how the targeted labor market trains, recruits, hires, compensates or promotes low-income individuals. Sector programs are always on the look out for ways to leverage their industry knowledge and increase the scale and scope of their impact. They do this by helping labor market actors to adopt changes that will improve employment opportunities for all individuals who seek to work in the targeted occupation.

The capacity to effect enduring, favorable changes in the way a labor market operates only becomes possible when workforce development programs exhibit a long-term commitment to working as a player in the industry over time – not having an exit strategy that goes into play as soon as the industry hits rocky times. It is often when things are at their worst that sector programs can make the biggest contribution and gain the trust and support of other industry players.

Every industry's labor market is comprised of numerous parties who play a part in shaping how the industry functions. As initiatives amass experience through operating programs in their targeted industry, they acquire intimate working knowledge of the range of institutions and individuals that are involved in the labor market. Understanding the players that influence industry behavior is the first step in developing strategies that can improve employment opportunities for low-income workers, and benefit employers.

Efforts to Foster Systemic Change

Systems changes nearly always occur because industry-based programs found ways to develop or re-create relationships that engendered more trust, cooperation and accountability among a wider range of labor market actors. Their success at influencing labor market practices depended on some important – but not always predictable – factors: timing, credibility and experience, political support, and most importantly, staying power.

Working toward systems change means working to improve the employment opportunities that are available in the targeted occupational and regional labor market, not just for program participants who receive services, but for all individuals who seek employment in that occupation. But while working to influence market behavior is a constant goal, making inroads on systems change goals is enormously hard to do. And it takes time.

Following are some examples that illustrate how sector programs that participated in the Sectoral Employment Development Learning Project have made inroads toward improving the labor market opportunities of job seekers in their targeted industry.

Industry-specific workforce development strategies encourage regional employers to adopt model practices that improve work conditions and profitability.

Example – Cooperative Home Care Associates:
The New York-based founders of Cooperative Home Care Associates created a "yardstick" company that has gained respect from industry associations, consumer groups, policy makers and entry-level workers. As a model company, CHCA has demonstrated that an emphasis on improved job conditions and investment in workers can result in better quality home care services, while still meeting profitability standards.

Beyond the company itself, CHCA has worked to influence conditions more broadly within the home care industry. It has done this by sharing information and providing successful working examples of improved practices to other home care providers through organizations of peers, such as the Visiting Nurse Service Licensed Agencies Leadership Group. Cooperative Home Care Associates has created a model that has demonstrated to other providers that it is indeed possible to provide higher wages and benefits, while still operating a successful home care business.

Industry-based workforce initiatives can become information resources for employers by undertaking critical labor market studies and other occupation-based research. Findings can influence hiring and training practices within the industry.

Example – Jane Addams Resource Corporation:
In 1994 Jane Addams Resource Corporation launched a series of ongoing labor market studies to help companies and their workers better understand changes in the workplace that were occurring because of automation and associated restructuring. The organization assembled a team of management representatives and production workers from 18 companies. The team's analysis focused on 10 factory jobs that were undergoing significant changes or were difficult to fill because of a shortage of skilled workers. Ten working groups were formed to profile each of the factory jobs using the *Develop A Curriculum* occupational analysis framework. This analysis relies heavily on worker input. The information collected in the working groups was compiled into job profiles that the participating companies used to draft position descriptions and establish hiring and promotion policies. In doing so, companies provided workers with clearer pathways to advancement than had existed previously.

JARC has also partnered with Chicago's Precision Metalforming Association (PMA) on several projects to create and promote training standards and programs, most notably the Metalworking Skills Assessment. JARC led the development of this pre-employment test

of a worker's basic skills in order to identify training needs, and PMA's Educational Foundation has licensed the test and is marketing it nationwide to its membership. This partnership has made JARC nationally recognized as a leading proponent of skill standards and training in the metalworking industry.

Initiatives that rely on partnerships with other organizations and institutions to accomplish their training objectives can leverage these relationships to improve the quality of training opportunities and their accessibility to non-program participants.

Example – Project QUEST:

Project QUEST's efforts to create access to promising career paths for San Antonio's poor have been accomplished primarily through improvements in linking employers and community colleges. QUEST's strategy supporting training in multiple industries, and its brokering role with various institutional partners, create opportunities to achieve systemic change with respect to the region's wider workforce system. One "systems change" achievement involves the creation of the Workforce Development Academy within the community college system as an alternative to traditional remediation classes. Another example of systems change within the community college system is the way the institution has internalized some of the lessons and activities that QUEST performed in the early years. As a result, the community colleges have increased their own inclination and capacity to engage employers in curriculum design, which improves the quality of education and training for all students.

Perhaps the biggest systems change intervention is one that is only beginning to develop. If it succeeds, however, it will create opportunities to enhance skill-building efforts not only in San Antonio, but also in cities and towns across Texas. The intervention involves creating a human development fund from revenues generated through collection of a small local sales tax. The fund would be dedicated to helping low-income and low-skilled residents enroll in quality training programs (such as Project QUEST) that would prepare them for skilled, well-paid employment.

An initiative's ability to engage in shaping or contributing to policy debates in industries that are heavily regulated can lead to important changes in regulatory oversight that benefit low-skilled workers and the quality of jobs.

Example – Paraprofessional Healthcare Institute:

Cooperative Home Care Associates and its policy/research arm, the Paraprofessional Healthcare Institute, have become respected voices advocating for changes in the regulatory framework affecting home care. Some of the major factor holding wages and incomes for home health aides down is the regulatory ceilings on the Medicare and Medicaid reimbursement rates.

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In Massachusetts, PHI helped create an alliance of stakeholders that successfully lobbied for an extensive, $42-million nursing home staffing legislative reform package. The package included a "wage pass-through" for Certified Nursing Assistants.

In its work in Massachusetts, PHI helped create an alliance of stakeholders that successfully lobbied for an extensive, $42-million nursing home staffing legislative reform package. The package included a "wage pass-through" for Certified Nursing Assistants, and a $5-million demonstration project called the Extended Care Career Ladder Initiative project. PHI's role in the project has been to provide technical assistance and education to participating nursing homes, which receive grant funding to experiment with restructuring the ways that health aides are trained, supervised and supported.

Section Six

IMPLICATIONS FOR THE FUTURE

The funders, program leaders and researchers who participated in this study are encouraged by findings that generally substantiate and support the idea that industry-based or sector programs can help low-income individuals make important strides toward economic self-sufficiency – and do so in a way that also can influence and improve an industry's and region's workforce practices more broadly. Using a variety of applied research methods, the study has generated considerable learning about the employment and earnings outcomes experienced by low-income participants in sector programs, and also about the operating structures, program strategies and strategic partnerships that underpin and enable such strong outcomes.

The project stakeholders feel strongly that the strength of the findings yield important insights for all who are concerned with improving the effectiveness of workforce development systems.

Observations and Recommendations

Strategies for making work pay for low-income job seekers

- **Work alone has not helped low-income people gain the skills and the opportunities to advance in the labor market. Low-income job seekers need access to quality training opportunities.** Program participants interviewed for the baseline survey had been participating in the labor market for more than 12 years on average, yet 89 percent of them were still not working or earning enough to move out of poverty. This statistic made clear to the learning group that in the current labor market, the types of jobs accessible to marginally skilled job-seekers are typically dead-end propositions that set up perpetual cycles of job churning and income stagnation. It is a reality in today's labor market that an individual can work full time yet remain in poverty. Important government initiatives such as the Earned Income Tax Credit (EITC) aim to reward work effort and augment the discrepancy between poverty-level earnings and a self-sufficiency income. While such initiatives are vital, the learning group believes that they are not the whole solution: efforts to subsidize low-wage work should exist along side, and not in place of, financial support and policies that promote training and skill-development opportunities. In the long run, only improved skills and connections to better jobs will enable job seekers to secure a livelihood through their own work activity and earnings.

  The quality of training in workforce initiatives is a critical factor influencing outcomes. Workforce initiatives that offer training can benefit from studying the operating strategies and employment outcomes of well-documented programs. Over the course of the study, the learning group reviewed a number of findings from other evaluations of employment training programs. One finding was that many evaluations employ experimental designs in order to answer two specific questions: First, "Are the employment outcomes associated with access to training statistically

significant?" And second, "Does the public benefit of providing access to training outweigh the public cost?" These studies that the learning group reviewed were not geared toward assessing the quality of training that participants received. While the learning group valued the findings related to statistical significance and cost/benefit ratios from other studies, they continued to believe that future evaluations and new training initiatives would benefit greatly from access to more in-depth information related to the quality of training and the specific approaches to training that generate positve outcomes.

- **Successful training and job-placement outcomes are not the end of the story. Low-income job seekers and entry-level workers need affordable and accessible health insurance to stay on the job and advance in the labor market.** Over the course of the participant study, employment and wage rates for survey respondents increased, job satisfaction soared and the majority of participants reported working in jobs that provided access to benefits including health care (78 percent), paid vacation (77 percent) and paid sick leave (64 percent). Despite these gains, the learning group was troubled that the percentage of respondents who reported having no health insurance at each point in the study remained relatively constant – and relatively large – at 23 percent. While at the end of the study period many more had health insurance through an employer or a union, this was balanced out entirely by the fact that many fewer had health insurance through a public source. One of the greatest assets that a low-income earner has is the capacity to work. It is important to remember that eligibility for a benefit and receiving a benefit are not the same thing. Given that family and personal health issues are one of the major reasons that low-income individuals cite for missing work and leaving jobs, it is particularly important to create incentives that enable employees to participate in employer-provided health plans, and that also encourage more employers to develop quality health benefits that their workers can buy in to.
- **Even with resources, the transition to full-time work and self-sufficiency takes time for low-income job seekers.** There is no disputing that the earnings and employment gains made by almost all survey respondents are impressive. In reflecting on the role that industry-based training played in those gains, fully 82 percent of respondents two years after participation in the programs responded that they continue to feel that their future job and career prospects are better as a result of training they received from a sector program. But while prospects are improving and individuals are hopeful, another snapshot of the research findings tells a different story: The number of survey respondents who moved above the poverty line on the basis of their earnings increased by 34 percent over the course of the study, but 43 percent of the sample still struggled with sub-poverty wages at the end of the period. Sixty-five percent of the sample earned wages below 150 percent of poverty two years after training. Thus the learning group feels that it important to emphasize that even in the best of situations – when quality training is funded and accessible; when support services and subsidies enable an individual to follow the training program through to completion; and when an individual secures a better job and begins to advance in the labor market – even when all these things go right, it is very easy for things to go wrong. The take home message is that transitioning out of poverty is difficult and takes time. Workforce and welfare policies need to

take into account the slow and snared path low-income workers walk as they balance new demands of work with the ongoing pressures involved in navigating difficult community and family circumstances. In the long-term interest of promoting self-sufficiency, every effort should be made to make the various support services that augment earnings as accessible as possible to the low-income workers who need them (e.g. EITC, food stamps, child care and housing subsidies).

- **Once working, entry-level workers need continuing opportunities to learn and advance in the labor market. Industry-based workforce initiatives need to work with their industry partners to identify and develop training opportunities that allow advancement into higher-skilled positions.** Just as low-income and disadvantaged job seekers need help establishing a strong foothold in the labor market, so too can entry-level workers benefit from additional training that helps them continue to advance. As many members of the learning group noted, in order to continue to create new entry-level positions, it is critical to create promotion paths for former trainees. Such efforts benefit both communities and industry partners with hard-to-fill occupations. All of the incumbent-worker training programs and mobility programs developed by participating organizations have been designed for and with industry to address specific needs. But program staff insists that working with industry partners to develop these value-added services must be a two-way street. It is unrealistic to expect all of the needed training time to come out of an incumbent-worker's after-hours schedule. Employers should permit and encourage individuals to engage in skill development activities as a part of their work activities.

Policy issues related to industry-based workforce development

- **The on-the-ground implementation of government workforce and welfare policies has made it difficult for many sector training programs to work within the system and obtain government funding for their operations. Flexible funding is critical for generating positive employment outcomes.** During the course of the study, the federal legislation that shapes and funds public workforce development efforts changed from the Job Training Partnership Act (JTPA) to the Workforce Investment Act (WIA). Researchers also observed that while many sector programs participated in the public system under JTPA, most no longer do under the WIA. The reasons for opting out of the system are varied and include difficult and expensive reporting requirements; lack of adequate funds for training; and slow transition periods for local implementing agencies. The Aspen Institute will address this issue in future work to ascertain how sectoral programs and Workforce Investment Boards (WIBs) can develop mutually beneficial relationships.
- **Policies that regulate trade and industry practice, or zoning and economic development, are often of more direct import to industry-based workforce initiatives than are the policies that shape the workforce development system.** At stakeholder gatherings, discussions about policy inevitably led away from the generalities of workforce policy and toward the need for programs to become involved in policies directly related to industry regulation, economic development and trade because these policies shape the immediate parameters of their work and

operating strategies. Nurse licensing requirements, Medicaid reimbursement rules, local hiring clauses for public construction contracts, changing international trade regulations – these are the issues that are increasingly shaping the focus of many workforce development initiatives. Why is this? These policies shape demand for labor and the ability of employers to compensate workers in important ways. Understanding the ways in which these policies shape the target industry is key to developing and implementing a sectoral strategy. Some of the programs in the study have chosen to address these policies directly. We encourage others to build on their knowledge and work to understand the competitive dynamics of their own industries as a means of identifying new opportunities for program development, and new sources of program funding.

Opportunities to improve practice, expand impact

- **Industry-based workforce initiatives need to develop working relationships with local implementing agents of the federal Workforce Investment Act.** Enactment of the Workforce Investment Act was an attempt at the federal level to infuse the workforce system with more pro-active industry involvement in the hope that such involvement would improve the quality and quantity of opportunities available for those seeking training or re-training. While the purpose and intent of the new law is generally aligned with the industry-based approach to workforce development, there actually have been few instances to date where private industry-based initiatives and the revamped public workforce system have found common ground. Given this situation, an investigation of how sectoral programs can effectively work with WIBs is an important next step in the research agenda for industry based workforce development. The Aspen Institute will address this issue in a number of upcoming research projects and forums involving industry-based workforce programs, industries in which these initiatives are active, and local and national workforce policy staff.
- **Employers and industry-insiders can be some of the strongest advocates for better training and skill-development for the entry-level workforce. To expand and strengthen these strategic partnerships, workforce initiatives need to develop effective means of tracking the industry benefits their services generate.** The industry-based initiatives involved in the study know the challenges facing their industry. When employer resources are constrained by competition (to keep prices – and therefore labor costs – low), or by regulation (e.g. fines for environmental pollution, caps on reimbursement levels), their ability to deal with less immediately urgent issues such as turnover, workforce quality, mobility and skills standards is greatly reduced. Given their full-time efforts to remain profitable and/or simply alive, business leaders do appreciate allies and advocates who understand their constraints and work with them to develop solutions. While the study was able to document anecdotal examples of partnerships between industry and workforce initiatives, members of the learning group felt that partnerships with industry could be facilitated if programs took some time and effort on an industry-by-industry basis to develop relevant metrics that would effectively capture and convey the value-added benefits of sector-specific workforce development strategies. A new

applied research initiative by the Aspen Institute will begin in 2002 to document the demand-side value of training, and to examine indicators specific to the health care industry.

- **Industry-based workforce initiatives need to develop their capacity to communicate about their work and to lead with the business case for workforce development.** Effective partnerships are often hampered not by an initiative's lack of data or working capacity, but by its inability to communicate its strengths effectively to a potential partner. Leaders in industry-based workforce development face significant communications challenges. Even when these diverse cultures have common goals, jargon and differing points of view often create barriers. Additionally, many of these organizations have neither the financial or human resources necessary to implement strategic communications plans. In 2002, the Aspen Institute will work with a group of sector programs to enhance their communications capacity by increasing their facility at making the business case, increasing their opportunities for doing so, and creating awareness of their efforts more broadly. This not only will serve to enhance the effectiveness of these organizations, but also to build the field of industry-based workforce development.

Appendix One

STUDY METHODOLOGY

The assessment framework for the Sectoral Employment Development Learning Project (SEDLP) was developed collaboratively during a series of meetings held between October 1995 and December 1996. Participants involved in the process included:

The six organizations that housed sector programs:[1]

Asian Neighborhood Design, San Francisco, Calif.

Cooperative Home Care Associates, Bronx, N.Y.

Garment Industry Development Corporation, N.Y.

Focus:HOPE, Detroit, Mich.

Jane Addams Resource Corporation, Chicago, Ill.

Project QUEST, San Antonio, Texas

The donors: the Ford and C.S. Mott foundations[2]

Staff from the Economic Opportunities Program (EOP) of the Aspen Institute.

The learning assessment was designed with two primary purposes:

- **To document and evaluate selected sector or industry-based programs in quantitative and qualitative terms.** The goal of the assessment was to examine and document the range of program strategies, methodologies, collaborative partnerships and participant outcomes of programs to answer the key research questions identified by project stakeholders during the design year (see box).
- **To inform the practice of participating programs.** The assessment was designed to provide regular feedback to program leaders to help them assess the impact of their work and further develop their capacity to self-evaluate and improve the effectiveness of their programs. Annual meetings of the stakeholder group were held to facilitate peer learning, comparative analysis, and sharing of approaches and techniques between programs.

The research methodologies selected by the learning group flowed directly from the key questions and indicators articulated in the preliminary meetings. Ultimately, three research components were devised. Together, these components provide a comprehensive picture of participant, program and industry changes over time. The components were designed to benefit from a combination of the skills of the EOP research staff, the specialized knowledge of industry-specific experts, the in-depth knowledge of program leaders and the strategic overview perspective of donors.

The first component, the ***Monitoring Profile***, was based on self-reported data from each organization that was collected from participants upon intake into programs. The Monitoring Profile was developed to build upon and boost each initiative's internal data collection systems. For the years 1997-2000, each organization aggregated data on selected indicators and sent this information to Aspen project staff for analysis. The resulting profile provided data on selected indicators of program performance, including numbers of participants trained, numbers graduated, hours of training, numbers of participants

1. An additional program, The Office of Port Jobs in Seattle, Wash., also participated in the design year of the SEDLP.
2. The Annie E. Casey Foundation later became a funder.

Key Learning Questions about Industry-based Workforce Initiatives

- What are participants' experiences over time with training, employment, retention, access to career ladders, income and job quality?
- In what ways do initiatives benefit industry?
- How do programs develop relationships with industry and labor market actors? How have the behavior, relationships, and institutional structures of employers, other employment agencies, community colleges and other actors changed because of the initiative? In what ways have practices and policies changed in the industry/occupational sector because of the initiative? What were the leverage points that led to these changes?
- How do initiatives evolve over time? What information do they use to determine needs?
- What are the costs associated with this type of approach to workforce development?

placed, wages at placement, and characteristics and numbers of business clients. The Profile also provided a picture of participant characteristics before program intervention and tracked a set of cost-effectiveness ratios agreed upon by the learning group.

The second component, the ***Participant Study***, collected information to describe the range of quantitative and qualitative outcomes that a sample of 732 sectoral program participants experienced as they completed training and for two follow-on years. The three-year longitudinal survey was designed to document the experience of sector program participants with respect to training, employment, retention and advancement. The study collected information on participants at four points in time:

- Baseline: Roughly at the start of training[3]
- 90 days after the end of training[4]
- 1 year after training completion
- 2 years after training completion

The baseline, 12-month, and 24-month points involved in-depth telephone surveys with participants, while the 90-day post training documentation is a participant status update provided by staff from the participants' training program.[5]

The third component, the **Sectoral Case Studies Series**, involved in-depth field research at each of the six program sites and resulted in six separate case studies that investigated each initiative's program and operating strategies within the context of the regional economic and industry conditions that shape their work. These studies were designed to describe program context, characteristics of the industry and occupational sector, program mission, services, operations, partnerships, costs and outcomes. The data was gathered primarily from interviews with employers and other industry actors, and from focus groups with program staff and participants. Although each of these research efforts was distinct, the field research framework was identical and in each case researchers were trying to answer the same key research questions.

3. Baseline interviews were mainly conducted within two months after the start of training for participants of the majority of programs. In cases where training was long, interviews were conducted in the middle or toward the end of the training.

4. Programs were asked to fill out a one-page form on each participant within 90 days after training was expected to end. The tool was designed to provide updated information on the status of the trainee in the program and their employment situation at that point in time.

5. For a more thorough discussion of the methodology used in this study refer to the *SEDLP Research Report No. 1: Methodology and Findings from the Baseline Survey of Participants*, available on-line at www.aspeninstitute.org/eop/eop_sedlp.html.

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Appendix Two

PROGRAM PROFILES

Asian Neighborhood Design (AND)

Location: San Francisco and Oakland, Calif.
Type of Organization: Community Development Corporation with specialized expertise in architectural design and construction
Year Founded: 1973
Industry: Building trades
Type of Training: Carpentry, cabinetry, furniture making and other construction trades
Duration of Training: Average 15 weeks
Target Population: Disadvantaged populations and hard to employ individuals

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AND's industry-based workforce development characteristics:

- ***Targets a particular occupation or set of occupations within an industry.*** AND targets the building trades broadly. Two specific occupations, carpentry and cabinetry, are the main focus with some emphasis placed on plumbing and electrical.
- ***Becomes a valued participant within the industry that employs the occupation.*** Employers and union shops seem to appreciate the AND pre-apprenticeship training program. Until recently AND also operated a business, and felt that its operation provided credibility and connections for its other work. Perhaps AND adds value by helping to broaden the pool of available work-ready labor. AND addressed a particular need in the nonprofit housing market by developing a line of durable furniture for small spaces; the quality of AND's products is respected and valued.
- ***Exists for the primary purpose of assisting low-income people to obtain decent employment.*** AND clearly targets low-income people with barriers to employment. The entry requirement to its training program is to be a low-income resident of San Francisco or Oakland. AND serves many individuals – an estimated 50 percent of its trainees – with previous contact with the criminal justice system.
- ***Works toward creating systemic change within that occupation's labor market.*** AND helps to develop new pathways to and opportunities for employment for low-income people. AND encourages nonprofits to think about how to use their contact with the construction industry to influence employment options for low-income individuals.

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Focus:HOPE

Location: Detroit, Mich.
Type of Organization: Community-based organization
Year Founded: 1968
Industry: Manufacturing
Type of Training: Precision machining and metalworking
Duration of Training: 29 weeks
Target Population: Inner city residents, youth

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www.focushope.edu

Focus:Hope's industry-based workforce development characteristics:

- ***Targets a particular occupation or set of occupations within an industry.*** Focus:HOPE's Machinist Training Institute programs target a number of machinist-related occupations in the metalworking industry.
- ***Becomes a valued participant within the industry that employs the occupation.*** Focus:HOPE pursues its objectives in the metalworking industry through various strategic interventions. Not limited to just state-of-the-art training and educational services, the organization has established its technological prowess as a supplier of component parts to the automotive industry, the U.S. Department of Defense (DOD) and other users of machined products.
- ***Exists for the primary purpose of assisting low-income people to obtain decent employment.*** Focus:HOPE's civil rights mission explicitly includes the objective of assisting low-income people to move out of poverty. Since the inception of the machinist training programs, the organization has trained and placed thousands of disadvantaged people in good jobs that pay decent wages.
- ***Works toward creating systemic change within that occupation's labor market.*** Over the years, Focus:HOPE has opened the doors for many minorities and women by placing its students for the first time in hundreds of machine shops that had previously been closed to this population. The organization has undertaken numerous other initiatives to expand opportunities for minorities, and it pursues policies to establish skill standards for the industry and to support long-term training for the disadvantaged.

Garment Industry Development Corporation (GIDC)

Location: New York, N.Y.
Type of Organization: Community Development Corporation
Year Founded: 1984
Industry: Garment industry (manufacturing)
Type of Training: Varied garment production training, English as a Second Language
Duration of Training: 10 days, 6-7 weeks, 10 weeks
Target Population: Garment workers, primarily Chinese and Latina women

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GIDC's industry-based workforce development characteristics:

- ***Targets a particular occupation or set of occupations within an industry.*** GIDC clearly targets the garment industry. Within that industry GIDC works with a range of occupations, including cutting, pressing, machine maintenance, and repair and sewing. GIDC has a special program uniquely designed for sewing machine operators, and this occupation, which employs the largest number of people in the industry, is given particular attention within GIDC's operations.
- ***Becomes a valued participant within the industry that employs the occupation.*** GIDC intervenes in the garment industry on multiple levels, providing not only training services for workers, but also technical and marketing assistance to businesses. GIDC has helped many firms make their operations more efficient and also has linked firms to new markets and sources of revenue. By helping to upgrade the quality of the workforce, while at the same time providing services that improve the overall operation of businesses, GIDC has become a valued actor in New York City's garment industry.
- ***Exists for the primary purpose of assisting low-income people to obtain decent employment.*** The population that GIDC targets in its training programs is clearly low-income. A recent survey of participants in GIDC's training programs showed their median personal earnings were $9,898 in the year before they came to the training program.[1] GIDC seeks to upgrade the skills of these workers in order to help them obtain full-time employment with benefits.
- ***Works toward creating systemic change within that occupation's labor market.*** GIDC seeks to create systemic change in a variety of ways. By linking firms to new markets, GIDC hopes to protect New York City's large base of jobs in the industry. GIDC also attempts to introduce new technologies and production processes to the industry in order to increase local firms efficiency and competitiveness. The organization has successfully influenced the public officials' views of the garment industry, convincing New York City, state and federal officials of the importance of the industry and the possibility for the industry to be competitive within New York City.

1. Unpublished data from a survey of GIDC participants conducted as part of the SEDLP program.

Jane Addams Resource Corporation (JARC)

Location: Chicago, Ill.
Type of Organization: Community Development Corporation
Year Founded: 1984
Industry: Manufacturing – metalworking
Type of Training: Metalworking skills (CAD, punch press, die set up and blueprint reading)
Duration of Training: 1-2 weeks, 5 weeks
Target Population: Entry-level metalworking manufacturing employees

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JARC's industry-based workforce development characteristics:

- ***Targets a particular occupation or set of occupations within an industry.*** Training courses and other program efforts focus on specific metalworking occupations, primarily punch press operator and die-setting related occupations.
- ***Becomes a valued participant within the industry that employs the occupation.*** JARC has established its credibility as a training provider and has developed close working relationships with management in many metalworking firms. By providing technical assistance alongside training programs, it demonstrates its depth of understanding of production processes, and has become a valued source of industry information and training services.
- ***Exists for the primary purpose of assisting low-income people to obtain decent employment.*** Training programs target entry-level and lower-level occupations in the metalworking field to provide these individuals with the skills needed to advance in the industry.
- ***Works toward creating systemic change within that occupation's labor market.*** By working with employers on occupational profiling and developing skill standards for different jobs, JARC has helped companies created internal job ladders. These ladders benefit workers whether they participated in JARC's training programs, because they now have a clear advancement path within the firm. Also, given that many firms have adopted these standards, workers throughout the local industry stand to benefit. In addition, the organization's efforts have helped firms to employ their human resource assets more effectively and implement more efficient procedures that lead to greater stability and job retention in the Chicago area.

Paraprofessional Healthcare Institute (PHI) & Cooperative Home Care Associates (CHCA)

Location: New York, N.Y.
Type of Organization: [illegible] Nonprofit; CHCA – worker cooperative
Year Founded: [illegible]
Industry: [illegible] care
Occupation Training: Home health aide
Duration of Training: 4 weeks
Target Population: Low-income women of color, welfare recipients

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email: info@paraprofessional.org
www.paraprofessional.org

CHCA's Industry-based workforce development characteristics:

- ***Targets a particular occupation or set of occupations within an industry.*** CHCA targets the home health care industry, and the specific occupation of home health aide within it.
- ***Becomes a valued participant within the industry that employs the occupation.*** CHCA intervenes in the home health aide industry in a number of different ways. It provides training for home health aides, and employs them in a successful business that provides home care directly to patients. CHCA leadership are recognized and respected advocates involved in industry associations and policy and reform efforts.
- ***Exists for the primary purpose of assisting low-income people to obtain decent employment.*** CHCA targets low-income women in an inner city area, and tries to give them upgraded skills and decent jobs. The majority of workers who become home health aides at CHCA are from minority ethnic or racial groups.
- ***Works toward creating systemic change within that occupation's labor market.*** By modeling best practices in their own business and disseminating information through involvement in industry organizations and policy reform efforts, CHCA has influenced the broader home care sector in several ways. CHCA is identified as a "yardstick company" that is respected by clients, other providers and regulatory agencies. CHCA's alternative model for providing home health aide services has been replicated in other states, and some of CHCA's operating practices have been adopted by other home health care providers in New York City. CHCA and its affiliates have also been active in debates concerning the policy and regulatory structure affecting the home care industry.

Project QUEST (Quality Employment the Skills Training)

Location: San Antonio, Texas
Type of Organization: Community-based organization
Year Founded: 1992
Industry: Health care, business information systems/information technology, and maintenance, repair and overhaul
Type of Training: Credentialed community college training – certificates and associate's degrees
Duration of Training: 1-4 semesters (Average 17 months)
Target Population: Low income, primarily Latino

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Project QUEST's industry-based workforce development characteristics

Project QUEST has training tracks for numerous occupations within multiple industries. This multi-sector strategy is different from most sectoral initiatives, which tend to concentrate on improving employment opportunities and quality of employment within a single industry or occupation. Four characteristics commonly used to identify sectoral initiatives are presented below, along with brief explanations of ways in which QUEST adheres to and diverges from this model.

- ***Targets a particular occupation or set of occupations within an industry.*** QUEST currently targets three industry sectors: (1)health services,(2)business systems/information technology and (3)maintenance, repair and overhaul. QUEST sponsors several training tracks within each sector. Occupations are targeted based on demand by local firms. Selection criteria also include wage rate, availability of benefits and career-mobility potential. One benefit of a multi-sector approach is that QUEST can offer a wider range of occupational training and employment choices to its low-income participants, enabling it to assist a larger and more diverse pool of individuals. However, the approach raises the question of how deeply embedded QUEST can – or must – become within each industry to be effective.
- ***Becomes a valued participant within the industry that employs the occupation.*** A growing number of San Antonio employers think of QUEST as a valuable extension of their human resource capabilities. QUEST's efforts to develop local talent to fill demand occupations, reduce costly employee recruitment and turnover. In some cases, QUEST's occupational analysis has helped employers restructure positions to make them more attractive to local workers. QUEST also has performed return-on-investment calculations to show how an investment in targeted training for low-skilled workers contributes to the long-term health of the local economy.

- ***Exists for the primary purpose of assisting low-income people to obtain decent employment.*** Despite San Antonio's low unemployment rates of the 1990's, more than 22 percent of residents continue to live in poverty. QUEST structures training to address the financial and social needs of the working poor as they participate in occupational training. All QUEST participants must be economically disadvantaged, and almost half receive some form of public assistance. QUEST supports training only for career tracks that can lead to self-sufficiency, and the average wage earned by a program graduate in 1999 was almost $10 per hour.
- ***Works toward creating systemic change within that occupation's labor market.*** The change QUEST has spawned resides first and foremost at community and labor-market system levels. Its efforts to create access to promising career paths for San Antonio's poor have been accomplished primarily through improvements in linking employers and community colleges. In addition, QUEST has changed the way the community college system approaches remedial skills development, facilitating easier access to degree-granting programs for those who first need basic skills education. Project QUEST and its community partners also have influenced local and state government officials to address and support human development and skill-building activities as part of an overall sound economic development policy.

Appendix Three

PUBLICATIONS FROM THE ASPEN INSTITUTE RELATED TO INDUSTRY-BASED WORKFORCE DEVELOPMENT

Research Series

This series of reports documents findings from the Sectoral Employment Development Learning Project's Participant Study, a longitudinal survey of participants in six industry-based workforce development programs that collected data on participants at four intervals: baseline, 90 days after training ended, one year after training completion and two years after training completion. This series should be especially useful to: those designing training programs; policy makers shaping the workforce development system; and researchers interested in learning more about innovative approaches to workforce development. All publications in this series are available free online at www.aspeninstitute.org/eop/eop_sedlp.html

Research Report No. 1: Methodology and Findings from the Baseline Survey of Participants (2000, 108 Pages)

This publication takes an in-depth look at data collected in the baseline survey of people participating in the longitudinal study. The survey, involving 732 clients of six sectoral employment projects, captures important demographic, economic and employment characteristics as they began training, and provides insights into the kinds of barriers and challenges clients face. The report profiles respondents as a whole and on a program-by-program basis, which allows readers to see similarities and distinctions among trainees across programs. Catalog No. 00-035

Research Brief No. 1: Key Findings from the Baseline Survey of Participants (2000, 16 pages)

This publication summarizes important demographic, economic and employment characteristics that were collected during the study's baseline survey. Catalog No. 00-029

Research Report No. 2: Closing the Gap: How Sectoral Workforce Development Programs Benefit the Working Poor (2001, 37 pages)

This publication documents what participants report one year after completing training about their earnings, employment situation and experiences with the sector programs.

Research Report No. 3: Gaining Ground: Two Year Follow-Up Findings from the SEDLP Survey of Participants (2002, forthcoming)

This publication documents what participants report two years after completing training about their earnings, employment situation and experiences in the labor market.

The Sector Policy Series

This three-part series benchmarks findings from the Sectoral Employment Development Learning Project against those from other employment training demonstration projects in order to make the outcomes of sector programs accessible to policymakers in easy-to-understand terms. All publications in this series are available free online at www.aspeninstitute.org/eop/eop_sedlp.html.

Report No. 1: Measure for Measure: Assessing traditional and sectoral strategies for workforce development. Sectoral Policy Project (2000, 37 Pages)

This report examines the findings from the Sectoral Employment Development Learning Project alongside research and documentation from the National Study of the Job Training Partnership Act, funded by the U.S. Department of Labor. It assesses baseline characteristics and preliminary outcomes reported in both studies. Catalog No. 00-036

Executive Summary No. 1 – (2000, 8 pages)

Report No. 2 – Measure for Measure: Assessing traditional and sectoral strategies for workforce development. (2001, 31 Pages)

In Report No. 2, the 12-month employment and earnings outcomes from the Sectoral Employment Development Learning Project participant survey are presented alongside benchmarks from other job training and welfare-to-work evaluations, especially the National Study of the Job Training Partnership Act. Catalog No. 01-032

Executive Summary No.2 – (2001, 8 pages)

Report No. 3 – Measuring Up and Weighing In - (2002, forthcoming)

In Report No. 3, the 24-month employment and earnings outcomes from the Sectoral Employment Development Learning Project participant survey are reviewed with other job training and welfare-to-work evaluation findings. Includes a discussion of policy implications.

Executive Summary No.3 - (2002, forthcoming)

The Sectoral Case Studies Series

This series consists of in-depth case studies about each of the programs participating in SEDLP. The reports document how programs impact both low-income participants and the industry in which they operate. All publications in this series are available free online at www.aspeninstitute.org/eop/eop_sedlp.html

Paraprofessional Healthcare Institute: A Case Study of a Sectoral Employment Development Approach. (2002, forthcoming)

This case study examines the range of training and advocacy activities that the Paraprofessional Healthcare Institute undertakes to improve the quality of jobs and the quality of care provided in the home health industry.

Project QUEST: A Case Study of a Sectoral Employment Development Approach (2000, 80 Pages)

This case study provides a detailed account of Project QUEST, a workforce development program in San Antonio, Texas that works closely with industry and community partners to create training and career opportunities that

help low-income people move out of poverty. Project QUEST is unique among the programs participating in the SEDLP in that it operates in multiple industry sectors within San Antonio's economy. The study describes the benefits and challenges of undertaking a multi-sector strategy. Also of interest is the way that Project QUEST has worked with the community college system to leverage the city's existing training infrastructure to accomplish its mission. Catalogue No. 01-024

Jane Addams Resource Corp: A Case Study of a Sectoral Employment Development Approach (2000, 62 Pages)

This report looks at how a community-based organization, focusing on the metalworking industry, has created a set of training programs and other services geared to both employees and employers. In addition, the organization collaborates with industry associations, government and other training providers to ensure high skill standards and to increase public and private commitment to worker training and related issues. Catalog No. 00-039

Focus:HOPE: A Case Study of a Sectoral Employment Development Approach (2000, 67 Pages)

Focus: HOPE, a Detroit civil rights organization, focuses on the metalworking industry and has developed a continuum of training and educational opportunities for occupations ranging from semi-skilled entry-level factory workers to manufacturing engineers. Intense industry knowledge and close contacts with the Big Three automakers have enabled Focus: HOPE to help minorities and women gain access to jobs and career paths in the auto-related industries of metropolitan Detroit. Catalog No. 00-040

Asian Neighborhood Design: A Case Study of a Sectoral Employment Development Learning Approach (2000, 64 pages)

This case study examines Asian Neighborhood Design, a community development corporation with a strong focus on the building sector. AND has built on its specialized expertise in building materials manufacturing and construction to both train low-income individuals for jobs that pay a living wage and to create jobs in inner-city locations. Catalog No. 00-023

The Garment Industry Development Corporation: A Case Study of a Sectoral Employment Development Learning Approach (1999, 57 pages)

This case study illustrates how an organization can focus on niches of the declining garment industry and develop business assistance and training programs to strengthen them. Explores how a sectoral employment program focusing on New York City's garment industry managed to work with other industry players to: redefine the area's labor-supply problem, overcome attitudinal barriers to change, identify unforeseen business opportunities and promote new kinds of industry alliances.Catalog No. 99-036

The Garment Industry Development Corporation Case Study: Executive Summary – (2000, 15 pages)

Other Workforce Development Publications by the Aspen Institute

Labor Market Profiling: Case Study of Innovative Information-Gathering Techniques for Employment Practice (1997, 39 pages)

This publication focuses on one important aspect of employment program practice: information-gathering, or labor market profiling and participant assessment, which is useful to community-based practice. Catalog No. 97-028. $7.00

Jobs and the Urban Poor: Privately Initiated Sectoral Strategies (1995, 41 pages)

This report is an initial attempt to define sectoral workforce development strategies and to assess their potential to alleviate urban poverty by providing good jobs for low-income individuals. Available free on-line from the Charles Stewart Mott Foundation, www.mott.org.

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